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MESSAGE

OF

Edwin Warfield

Governor of Maryland

TO THE GENERAL ASSEMBLY

At Its Regular Session
JANUARY, 1908.

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STATE OF MARYLAND.

EXECUTIVE DEPARTMENT,

Annapolis, January 1st, 1908.

Gentlemen of the Senate and House of Delegates:

I extend to you friendly greetings on this, the first day of January, 1908, and wish each of you a Happy New Year, a pleasant sojourn in this ancient city, and success in the performance of the solemn legislative functions delegated to you by the people.

In the performance of my Constitutional duty, I now submit to you a detailed report of the condition of the administrative affairs of the State, together with such recommendations as to me seem proper.

LEGISLATIVE EMPLOYEES.

As a majority of you are serving for the first time as Legislators, I deem it proper to call your attention to the work that will first confront you; i. e., the selection of the clerks and employees of your respective bodies and fixing their compensation.

In my message to the last Legislature, I referred especially to the extravagance of the preceding session, giving facts and figures. No heed was paid to what I then said but, on the contrary, the expenses of that Session were increased over those of 1904.

For your guidance and information, I give an itemized statement of the expenses of the Session of 1906 so that you can ascertain if there were appointed more employees than were necessary:

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EMPLOYEES OF THE SENATE DESIGNATED AND PROVIDED FOR IN THE APPROPRIATION BILL, CHAPTER 681, ACTS OF 1904.

1	Secretary of the Senate	$900 00	
1	Reading clerk	900 00	
1	Journal clerk	900 00	
1	Sergeant at arms	450 00	
1	Doorkeeper	450 00	
1	Assistant doorkeeper	450 00	
1	Engrossing clerk, $7 per day	630 00	
4	Committe clerks, $450 each	1800 00	
1	Folder	450 00	
2	Pages, $2.50 per day each	450 00	
1	Janitor	450 00	
1	Postmaster	450 00	
1	Messenger to printer and mail carrier	225 00	
1	Chaplain	450 00	
	Total amount paid these 18 regular officers and employees exclusive of mileage		$8,955 00

EXTRA CLERKS, AND EMPLOYEES, NOT AUTHORIZED BY LAW, APPOINTED BY PRESIDENT OF SENATE.

20	Extra engrossing clerks	12,166 00	
5	" committee "	2,353 00	
8	" folders	3,930 00	
1	Asst. to Secretary of the Senate	450 00	
1	Secretary to the President	536 00	
4	Stenographers	1,710 00	
2	Extra clerks	969 00	
2	Keepers of the cloak room	1,056 00	
3	Policemen	1,396 00	
1	Extra page	868 00	
6	" doorkeepers	3,059 00	
1	Electrician	465 00	
1	Keeper of the retiring room	499 00	
1	Assistant hall keeper	450 00	
24	Extra engrossing clerks, appointed at close of Session at $100 each	2,400 00	
18	Extra engrossing clerks, appointed at close of Session at $50 each	900 00	
	Extra to chief engrossing clerk	176 00	
	" " messenger to printer	225 00	
38	Laborers, for cleaning halls on Senate side	8,178 00	
			41,786 00

EXTRA AMOUNTS PAID TO EMPLOYEES BY ORDER OF SENATE.

5	persons $300 each, (desk clerks)	$1,500 00	
10	" 100 "	1,000 00	
3	" 150 " (reporters)	450 00	
2	" 75 "	150 00	
1	" 50 "	50 00	
7	" 25 "	175 00	
			$3,375 00
	For stamps	775 00	
	" Books, &c.	229 50	
11	Miscellaneous orders amounting to	446,40	
			1,450 90
			$55,561 90

EMPLOYEES OF THE HOUSE DESIGNATED AND PROVIDED FOR IN APPROPRIATION BILL, CHAPTER 681, ACTS OF 1904.

1	Chief clerk	$900 00	
1	Reading clerk	900 00	
1	Journal clerk	900 00	
1	Sergeant at arms	450 00	
1	Doorkeeper,	450 00	
2	Assistant doorkeepers	450 00	
1	Engrossing clerk	630 00	
1	Committe clerk on claims at $7.00	630 00	
6	Committee clerks	2,700 00	
3	Folders	1,350 00	
2	Pages	900 00	
1	Janitor	450 00	
1	Postmaster	450 00	
1	Messenger to printer and mail carrier	450 00	
3	Chaplains	450 00	
	Total amount paid these 26 regular employees of the House exclusive of mileage		$12,510 00

EXTRA EMPLOYEES NOT AUTHORIZED BY LAW, APPOINTED BY THE SPEAKER.

35	Extra engrossing clerks, $5 per day and mileage	$17,343 00	
6	Extra doorkeepers $5 per day and mileage	2,178 00	
2	Extra pages $5 per day and mileage	1,121 00	
7	Extra keepers of various committee and other rooms, $5 per day and mileage	3,424 00	
1	Assistant to chief clerk	465 00	
1	Assistant to journal clerk	486 00	
1	Messenger to the Speaker	469 00	
10	Extra folders, $5 per day and mileage	4,833 00	
4	Policemen	1,935 00	
4	Stenographers	1,883 00	
1	Secretary to Speaker	477 00	
1	Chief of employees	450 00	
1	Messenger to the printer	465 00	
1	Flag raiser	542 00	
1	Messenger to committee on claims	468 00	
14	Extra engrossing clerks appointed at close of session at $100 each	1,400 00	
16	Extra engrossing clerks appointed at close of session at $10 each	160 00	
50	Laborers for cleaning halls on House side	8,726 00	
			$46,825 00

EXTRA AMOUNTS PAID TO EMPLOYEES BY ORDER OF HOUSE.

4	Persons, $300 each, (desk clerks)	$1,200 00	
5	" 150 "	750 00	
5	" 100 "	500 00	
2	" 75 "	150 00	
4	" 50 "	200 00	
	Carried forward		$48,625 00

	Brot. forward		$48,625 00
11	Persons, $ 25 "	275 00	
4	" 20 "	80 00	
6	" 15 "	90 00	
			$3,245 00
	For stamps.	2,650 00	
	For books, etc.	218 50	
13	Miscellaneous orders amounting to .	1,517 98	
			4,386 48
2	Officers at opening session . .	119 00	
	Telegraph operators . . .	75 00	
7	Newspaper reporters . . .	1,050 00	
			$68,210 48

For purposes of comparison, I give you the number of employees and clerks of the Senate of 1886 as provided by the Appropriation Bill of 1884. There were 19 officers and employees of the Senate and their pay amounted to $9,315, with eight extra employees at a cost of $3,596 and $400 extra to Engrossing Clerks, making $13,312 as the total cost for employees of the Senate for that Session, against $54,116, as the total cost for employees of the Session of 1906.

The extra employees of the Senate of 1906 received $41,786 against $3,597 for those of the Senate of 1886.

The number of regularly authorized employees for the House in 1906 was 26 and their compensation fixed by law was $12,510.

The extra employees of the House appointed by the Speaker were 126, not including 30 extra Engrossing Clerks, appointed at the close of the Session. The compensation of these extra employees, not including the extra amounts voted by the House, or the seven newspaper reporters, amounted to $46,825, against $7,108.50, paid for compensation to extra employees of the House in 1886.

The number of Senators in 1886 was 26, now 27, and

the number of members of the House of Delegates was 91, now 101.

When the contract for printing for this Legislature was let, I insisted upon the insertion of a provision requiring the printer to deliver the journals and bills folded, ready for the files. This will do away with 18 extra folders, appointed at the last Session, at a cost of $8,763.

The appropriation for employees for this Session provides for one folder for the Senate and three for the House. They will be able to fold in one week all of the documents for mailing purposes that will be furnished.

I call your special attention to the cost of labor for cleaning the halls of the Senate and House of Delegates. You will note that there were 38 appointed for the Senate side at a cost of $8,178. and 50 for the House side at a cost of $8,726., making a total of 88 laborers at a cost of $16,904 for cleaning the corridors and hallways of the Capitol.

In addition to these laborers there were appointed a janitor for the Senate at $450, two keepers of the Senate cloak room at $1,056, one keeper of the Senate retiring room at $449., one assistant hall keeper, Senate side, at $450 ; and by the House, one janitor for the House chamber at $450 ; seven keepers of the House committee and other rooms at $5 per day each and mileage, amounting to $3,424, and one chief of employees at $450, making a total for both Houses of $6,779. for these 14 persons, which, added to the amount paid the 88 laborers, makes the total cost of cleaning the halls, corridors and the committee rooms

$23,783 for the 59 days of actual meeting of the last Legislature.

This is in addition to the amount paid the Superintendent of Public Buildings and the five regular charwomen and janitors who keep the building in good order during the whole year.

The duties of the Superintendent of Public Buildings as defined by law, are: To be responsible for the cleaning, lighting and watching of the Public Buildings and every part thereof, to keep in proper order the hall or entries to the State House, the Senate Chamber and halls of the House of Delegates and the committee rooms.

He should be held responsible for this work and an adequate appropriation should, after careful inquiry, be made to pay for the extra labor needed by him during the Session of the Legislature. This amount, in my judgment, should not exceed $2,000, and should be expended under the supervision of the Superintendent.

The presiding officers of the two Houses should not be expected to supervise the cleaning of the State House.

ENGROSSED BILLS.

You will note that there were employed during the last Session by the Senate and House 129 Engrossing Clerks at a cost of $35,629, notwithstanding the fact that the rule which I adopted of signing the original bill that was actually engrossed and passed by the respective Houses did away with the enrollment of bills for presentation to the Governor and saved the recopying of all the bills passed, as heretofore.

This rule worked so well that before the final ad-

journment of the Legislature on April 2nd, every bill which had been passed was delivered to me for my signature.

There were, among the bills delivered, 37 House bills which had not been compared with the originals and needed some endorsements and the engrossment of a few amendments. These were held in the custody of the Chief Clerk of my Department, who on the following day saw the Chief Clerk of the House and an Engrossing Clerk incorporate the amendments and make the proper endorsements on the original bills, which were signed by me on the 4th of April. There was not a single Senate bill to be engrossed after the adjournment, and the services of but three Engrossing Clerks of the House were needed to get bills and records in shape after the adjournment.

I give these figures to show how unnecessary it was to appoint 72 extra Engrossing Clerks at the end of the Session and pay them from $100 to $50 each as extra compensation.

The appropriation for the per diem of the President and the 26 Senators, the Speaker and 100 members of the House, the 18 officers and employees of the Senate, and the 26 officers and employees of the House aggregates $79,405.

This amount is specifically appropriated and is now available for the purpose set forth in the bill.

The bill, however, appropriated a lump sum of $150,000 or so much thereof as may be necessary for the payment of said members and officers. The object of making the amount more than necessary for the above

named fixed expenses was to include the large sum of $70,595 for *postage, stationery, mileage and miscellaneous expenses.*

I vetoed this amount because I considered it excessive, so you must now pass a bill appropriating a sum sufficient to pay the mileage of the members, which has been fixed by law and is easily ascertainable, a sum for stationery and postage, which can be ascertained from the amount paid to preceding Legislatures for this purpose, and such amount as you may deem necessary for *miscellaneous* expenses. If you deem extra employees necessary, then you should designate their number and duties, and fix their compensation in the bill.

The Constitution, Article 3, section 32, requires, that in every appropriation by law such law shall distinctly specify "the sum appropriated and the object to which it shall be applied."

I am firmly of the opinion that it is the duty of the Legislature to specifically name the employes and make appropriation for each one separately. This is the rule followed by the Congress of the United States and by all of the States of the Union. It is the proper Constitutional way to make appropriations for Legislative expenses.

Every cent of the extra appropriations of $70,595 made in 1904 and 1906 was spent, and in addition thereto, at each Session a deficiency appropriation of $50,000 was passed. This amount was almost wholly expended for *miscellaneous* expenses, the cost of the Legislature of 1904 being $196,465.25 and that of the last Session $196,821.38. Much of this money was squandered and

the State never received any service in return therefor.

If the proper economy had been exercised, there could have been saved at these two Sessions $150,000 to the State Treasury.

The cost of the last twelve Legislatures, beginning with 1882 were as follows:

1882	$120,075.00
1884	101,904.96
1886	110,698.65

I was a member of these three General Assemblies and remember distinctly the fight that was then made against the old custom of lump appropriations. The custom was then established of making appropriations naming and specifying the officers and compensation of each.

The cost of the Legislature of

1888 was	$110,495 06	1898 was	$155,000 00
1890 "	111,516 13	1900 "	174,690 44
1892 "	122,829 49	1902 "	155,297 60
1894 "	149,509 49	1904 "	196,465 25
1896 "	128,392 12	1906 "	196,821 38

These expenses were exclusive of public printing.

The law fixes the per diem of each of the desk clerks at $10 per day or $900. They were voted at the last two Sessions $300 each and were placed on the Engrossing Committee and received $100, making $400 extra compensation.

The Constitution, Article 3, Section 35 forbids extra compensation for services, and it should be observed both in spirit and in letter. The offices of desk clerks

were created by law and the salaries fixed at $900 each. It is therefore unconstitutional for the Legislature to thus vote additional compensation.

The Secretary of the Senate and the Clerk of the House each received in addition to these gratuities, $300 for sending the laws to the newspapers for publication and an annual salary for the two years of $300 each. No services, whatever, have been rendered for this salary of $300 per annum and I recommend that it be discontinued. You cannot be too careful in making expenditures of the people's money. Unnecessary outlays should be cut off without fear or favor.

It has been charged that my position in regard to these expenditures is "cheese paring." If it is cheese paring to endeavor to save the people $150,000 in the Legislative expenses for two Sessions, then I am willing to be termed a "chase parer."

A sure way to cure this extravagance in Legislative expenditures is by publicity. The people have a right to know whom you appoint as employees and the compensation you pay them.

The trouble in the past has been that this information has been kept from the public.

I hope that you will pass a law requiring the Comptroller to include in his annual report, the name, amount paid to each employee, and the services rendered. Such publicity will result in materially reducing legislative expenses.

ENGROSSING BILLS BY PRINTING.

Recognizing the importance of up-to-date methods followed by other States and by the Congress of the

United States, I recommended at the last Session an amendment to the Constitution authorizing the engrossment of bills by printing. The adoption of such methods would save to the State of Maryland more than $30,000 at each Session of the Legislature. The cost of the extra printing would not exceed $5,000.

The bill I recommended, like others I suggested, was laid on the table. You should give due consideration to the matter at this Session.

The cost of engrossment of bills under the present plan could be greatly reduced if the two Houses would so amend their rules as to allow bills to be introduced in typewritten form and passed in such form to their engrossment for a third reading and final passage. The bill could then be properly engrossed by hand-writing, thus saving time and extra copying. This suggestion is worthy of your consideration.

The custom of increasing the compensation and voting gratuities and giving the people's money away without receiving adequate service in return is a species of graft that cannot be justified, and is demoralizing and destructive of official morality. In the past, friends of the Legislators, employees in the several Departments of the State Government and hangers-on around the Legislative halls have shared in the distribution of the people's money as gratuities.

STATE FINANCES.

The Comptroller has submitted to you his report for the fiscal year ending September 30th, 1907, in which he gives in detail the receipts and disbursements on ac-

count of the State Government, and makes suggestions and recommendations which will be of great aid to you in passing upon appropriations.

The cash balance in the Treasury at the close of the year was $1,364,881.24. Included in this balance were school, tobacco warehouse and other specifically dedicated funds which could not be used for current governmental expenses, amounting to $924,394.85. This deducted from said cash balance, leaves only $440,486.39 as free cash available for expenses and fixed charges of the present year. If you add to this amount the estimated revenue for this year of $2,102,678.30 there will be an aggregate sum of $2,543,164.69 available for the payment of the appropriations, regular and continuing, for 1907 and 1908, amounting to $2,026,019.63. If no additional appropriations are made against this fund there will be left, with which to begin the next fiscal year of 1908-1909, $517,145.06 in cash. Adding to this the estimated revenues for that year ($2,100,000) you will have a total sum of $2,617,145.06 to take care of the standing appropriations and those you shall pass.

Do not forget that there are $543,899.36 of fixed or continuing appropriations which must come out of the revenues each year.

It would be better if the laws creating these continuing appropriations were repealed and all appropriations made annually in the regular appropriation bill.

The Legislature and the public would then know the exact cost of administrative affairs, and each item and the merits of each appropriation would then come up for discussion and revision biennially.

THE STATE DEBT.

The condition of the State debt should be very gratifying. The net debt now is $2,150,371.41, being a reduction, during my term of office, of $2,603,802.82.

The treasury has received, during the past four years the sum of $2,603,802.82—from the sale of the State's interest in the Chesapeake and Ohio Canal and the Washington Branch of the Baltimore and Ohio Railroad —(the sale of both of which I strongly advocated and urged,) and has issued and sold the Public Buildings Loan of 1904, amounting to $1,625,000, thus making the actual net reduction of the indebtedness of the State $1,571,477.82.

The gross debt September 30th, last was $5,978,926.38, off-set by a Sinking Fund of $3,828,554.72. Of this Sinking Fund $440,000 are in county and municipal bonds and the balance ($3,388,554.72) consists of State bonds purchased for the several Sinking Funds. These State bonds in the Sinking Fund should be charged up to the several loans and the bonds or certificates of indebtedness destroyed. This would leave the total outstanding debt on the books $2,590,371.41 as follows:

3 per cent. loan of 1899, due 1914.....	$1,686,571.41
3 per cent. loan of 1900, due 1915.....	88,800.00
3½ per cent. loan of 1904, due 1919.....	815,000.00
Total.....	$2,590,734.41
Less county and municipal bonds in Sinking Fund.....	440,000.00
Net debt.....	$2,150,371.41

The annual interest upon this net debt will be $81,786.14. A Sinking Fund of $268,000 annually until 1914 and of $70,000 from 1914 to 1919 will be necessary to extinguish this indebtedness of the State as it matures. This Sinking Fund and the annual interest aggregating $349,786.14 will be a charge upon the general revenues of the State. A special Act should be passed setting aside annually out of said revenues this amount and making it a prior lien on said receipts or revenues, thus keeping inviolate the Constitutional provision in regard to Sinking Funds.

I favor the sale of the $1,500,000 mortgage on the Northern Central Railroad whenever an adequate price can be obtained for it, the proceeds to be used to liquidate the above-mentioned debt. This security could have been sold several years ago on a 3 per cent. basis, yielding $3,000,000, enough to have paid the State debt in full, leaving a balance in the Treasury for public improvements. That opportunity was lost, but I believe before the maturity of this outstanding debt, an adequate price may be secured for this mortgage. If such an opportunity offers, it should be embraced.

The State, in my judgment, has no right to take money from tax-payers for the payment of her debts when she has securities in her treasury as investments that can be disposed of at fair prices and for enough to pay her indebtedness; and I hold the further opinion that the State should not own stock in banks or corporations, thus assuming a stockholder's liability and becoming a partner in business ventures.

CORPORATIONS PAY LARGE TAXES.

The corporations of the State pay more than one-half of the general revenues of the Treasury as will appear from this table:

From Gross Receipt Tax	$678,675.87
" Insurance Companies	348,753.87
" Tax on Capital Stock	91,821.71
" Tax on Franchises	50,213.58
" Bonus tax on Corporations	38,119.99
" Franchise tax on Charter Rights	253.75
Total	$1,107,838.77

Which is more than one-half of the general revenues of the State.

Some classes of corporations in this State are over-taxed. When you tax corporations, the burden falls upon the individual stockholder. If corporations are too heavily burdened by taxation their ability to pay dividends and adequate salaries and wages to the employes is seriously affected. This is the case with a number of corporations in this State. The shareholders embrace a large number of citizens of the State; thus the people are directly affected and not the so-called heartless corporation, and the tax becomes a personal burden and not a corporate burden. Corporations are necessary for the proper development of every community. Therefore, they should be encouraged and not unfairly and unnecessarily hampered by unjust taxation and restrictions.

EXAMINATION OF COMPTROLLER AND TREASURER.

In pursuance of the Constitutional requirement as to the examination by me of the accounts, &c. of the Comp-

troller and Treasurer, I employed Colonel John A. Tompkins, a certified Public Accountant of high standing, to assist in making a thorough examination of the books, vouchers and records in the Comptroller's and Treasurer's offices, respectively. He reports, in writing, that he has examined all the warrants for receipts and payments; scrutinized the disposition of the same on the books; examined all postings and footings; checked the same as well as ascertained the authority for the disbursements by reference to the Acts of the Legislature regarding the same; verified the balance due the State by the banks in which these funds are deposited; examined and found the securities in the Sinking Fund to agree with the amounts called for by the several Sinking Fund accounts; and he certifies that the books and vouchers in both offices are carefully kept and the accounts clearly and accurately set forth therein—all of which it gives me much pleasure to report to your honorable body.

TERM OF COMPTROLLER AND TREASURER.

I am convinced that it is best for the interests of the people that the Comptroller and Treasurer should hold office for the same period of time—four years—for which the Governor is elected.

The Legislature should be divested of all appointing power foreign to its organization and left solely to the discharge of its constitutional, legislative functions.

No good reason can be advanced why the Treasurer should not be elected by the people and hold his office concurrently with the Governor and Comptroller, and for the same term of years.

Therefore, I recommend that a Constitutional Amendment be proposed increasing the term of the Comptroller and Treasurer each to four years and making the Treasurer an elective office. The Governor-elect has declared himself in favor of lodging with the people the selection of more of their State officials and I feel confident that he will approve this recommendation.

THE STATE AUDITOR.

The State Auditor, whose duty it is to supervise and examine the fee accounts of the public officials who are required to pay excess of fees into the State Treasury, reports that he has found marked improvement in the method of keeping accounts by those officials.

Knowing that the Auditor will call sometime during the year, without notice, they keep their books and vouchers in good shape and make reports promptly.

The Auditor refers especially to a system of "tax dodging" or evasion of the license laws. He charges that four classes of traders are violating these laws: (1) Those who do not take out any license; (2) Those who postpone the obtaining of a license as long as they can, thereby securing it at a reduced cost; (3) Those who make affidavit to much less stock than they actually carry; (4) Those who take out a license in the name of a female when the business is conducted absolutely by a male.

He claims that these frauds, which are now extensively practiced, result in a loss to the State of $20,000 annually, and points out the pernicious and growing tendency on the part of many small dealers carrying a

stock less than $1,000 in value to take advantage of section 51, Article 56, of the Code of Public General Laws, and secure a license in the name of a female, thus obtaining for $6.00 that for which he would otherwise be obliged to pay $12.00. To such an extent is this fraud practiced that in some counties the apparent number of female traders equals the number of male traders of the $1,000 class, a condition manifestly embodying misrepresentation; and he recommends either a repeal of the above law or, at least, its amendment by striking out the words "or other small articles of merchandise", so that these individuals who are using the cloak of a woman to defraud the State may be forced to secure the proper license. I heartily concur in this recommendation and urge prompt action upon your part to protect the State's revenue.

He also recommends the establishment by the State of a more comprehensive system of keeping the fee accounts in books furnished and owned by the State. In this I also concur.

INHERITANCE TAX.

The burden of direct taxation is very heavy upon real estate. In order to meet the increasing demands upon the State Treasury, other sources of revenue must be sought.

I have given this matter serious consideration and have concluded that a new source of revenue may best be found in taxing inheritances.

This taxation is already imposed by thirty-seven States and Territories. New York, last year, received $4,713.311,

and many of the other States have large receipts from such a tax.

The Federal Government is agitating the question of taxing inheritances for national purposes, and President Roosevelt earnestly recommended such a tax in his last message. Therefore, it behooves the States to avail themselves of this source of revenue before it has been taken over by the United States.

In this State there is now a collateral inheritance tax of two and a half per cent. (2½ per cent). The yield from this source in 1907 after the deduction of 25 per cent. commissions, was $133,228.74. You should increase this rate to 5 per cent. and reduce the commissions to 10 per cent.—even though you do not accept my recommendation as to a tax on direct inheritances. The tax upon direct inheritances should not be imposed upon estates under $20,000, but should be a graduated one on estates above that amount, the rate being increased in proportion as the size of the estate increases. The distributees or legatees who receive large inheritances should pay a goodly sum into the public treasury upon fortunes which they acquire through no effort of their own.

For further information on this important subject I refer you to the data which has been collected by the cataloguer of the State Library.

BANKING DEPARTMENT.

In my inaugural address, I advocated the passage of a law creating a Banking Department for the supervision of savings institutions, trust companies, building associations, State banks and all corporations authorized to receive deposits.

The necessity of such a department is now more generally admitted than ever before. The laws of the State of Maryland relating to banks and trust companies are very unsatisfactory, and it will rest with you to enact such a law as will meet the requirements of the present conditions.

Legislation creating such a department should be maturely considered. The appointment of the superintendent department should be lodged with the Governor who should be clothed with power of general supervision of the administration of the department.

REVISION OF CORPORATION LAWS.

I commend to your earnest attention and prompt action a bill prepared under the direction of the Bar Association of Baltimore city to revise the Corporation Laws of the State of Maryland. As set forth in the report of the special committee appointed by the Bar Association, this bill is an abbreviation and revision of the bill prepared by the State Commission appointed by me. The special report contains some valuable suggestions.

The bill proposes for the formation of corporations, general powers; directors and officers, including election, organization, executive committees, and classes of directors; by-laws, meetings, amendments, consolidation and sale of corporate rights and franchises; classification; payment; transfer and call of capital stock; liability of stockholders; stockholders' rights; duties and liabilities of directors; dissolution of corporations; taxation; condemnation of property by corporations; police.

The time has come for the abandonment of individual

preferences and for the support of a bill which reasonably meets the public necessities. This bill represents an effort, in the public interest, to so revise the corporation laws of the State that corporations may resort to them with safety, and corporate affairs may be conducted in an orderly and safe way.

One of the beneficial effects of the passage of this law will be to lessen the number of special acts of incorporation, to the great saving of the State's time and money. It will also lessen the number of charters.

The State Constitution never contemplated that special acts should be resorted to in any case where a general law could be made applicable.

The law proposed has been duly printed and will be found upon your desks. You will have ample time to give this measure full and deliberate consideration.

CORRUPT PRACTICES AND PRIMARY ELECTIONS.

The Constitution directs that the General Assembly shall pass laws necessary for the preservation of the purity of elections.

Both political parties of this State promised in their platforms the passage of a stringent Corrupt Practices Act and a Primary Election Law for the direct nomination of party candidates, including those for United States Senators.

You should not fail to provide in the Corrupt Practices Act for publicity of campaign expenditures, and in my opinion, you should take the English Corrupt Practices Act as the basis of the Law.

The primary elections should be held by both parties on the same day, not earlier than sixty days before the general election, and the expenses of said primary elections should be borne by the city and counties, respectively. The cost of the recent Senatorial primaries demonstrates that such expenses ought not to be large.

If a Constitutional Amendment be adopted eliminating a large majority of the negro vote, the primary elections will become the more important elections, because they will virtually settle the choice of all public officers. Therefore, you will readily realize how important it is for you in perfecting these two laws to safeguard them in every respect. Their passage, in my judgment, should be made a condition precedent to the passage of any proposed suffrage amendment to the Constitution.

ELECTION LAW.

It is conceded that the present Election Law is imperfect and should be amended in such a way as to provide that each ballot shall be counted in accordance with the intention of the voter for all those offices for which it is possible to clearly ascertain that intent.

Changes also as to style, type and form of ballot have been suggested.

I heartily approved the bill introduced by Mr. Murphy of Baltimore city in the last Legislature, as it was drafted along lines to meet all of the principal objections urged against the law.

ELECTION SUPERVISORS.

A reform in connection with election machinery which I think should be adopted is in regard to the appoint-

ment of the Boards of Supervisors of Elections. I do not think that their selection should practically be left to the party committees of the respective parties.

The Governor should be unrestricted in selecting these important officers. He should make the appointments by and with the advice and consent of the Senate.

I have, during my administration, seen the abuses to which this bi-partisan plan of appointment of election officers subjects us, especially in primary elections, where there is between the political managers of the two leading parties a community of interest and reciprocal arrangements.

If we want to have honest, fair and clean elections, primary and general, they should be taken away from the control of the party boss, and he should have nothing to do with the naming of election officers.

CONSTITUTIONAL AMENDMENT.

I am satisfied that there is a demand upon the part of a majority of the citizens of this State for an Amendment to the Constitution fixing a higher standard of qualification for the exercise of the elective franchise,— a demand for the elimination of the ignorant, unreflecting, thriftless, negro voter.

In this demand I concur. This State should be governed by those citizens, who, because of their intelligence, their heredity and their interest in the material welfare of the commonwealth, are best fitted to properly patriotically and wisely exercise the high duties of citizenship.

I have entertained these views ever since I have been

Governor, and I earnestly advocated the adoption by the Legislature of 1904 of an amendment which would meet the approval of the people. The amendment proposed did not meet my approval, for reasons which I have already given.

Whatever amendment is proposed by this Legislature should protect the citizen who voted in 1869 or prior thereto, and his descendants, because that was a sacred privilege then enjoyed by the white citizens of this State.

The foreign-born citizen who has become naturalized after complying with the requirements of the Laws of the United States, and of this State, should be protected in his rights, because he became a citizen upon the express guarantee that if he met certain requirements, he would be entitled to citizenship.

The amendment should also contain, as an alternative right, an educational qualification defined in definite, precise terms, such as ability to make out the application for registration in writing, in English, and to write from dictation a section of the Declaration of Independence, the Constitution of the United States or the Constitution of the State of Maryland not exceeding in length fifty words.

Another class of persons should be given the right of suffrage, those who have a material interest in the welfare of the commonwealth, who pay taxes, and thus aid in defraying the expenses of the State and local governments, and whose thrift means so much to the prosperity of the State. The man who by industry, frugality

and business judgment accumulates property and acquires his home, should have a voice in the management of public affairs.

An amendment drafted on these lines will, I think, meet with the approval of the people, certainly with my support.

STATE TOBACCO WAREHOUSES.

The Board of Public Works sold to the city of Baltimore, in June, 1906, the State Tobacco Warehouses located at the southwest corner of Light and Conway streets, Baltimore, for the sum of $56,000. The city bought the property in order to enable it to widen Light street. The sale of this property has reduced the storage capacity of the warehouses.

The last Legislature, under Chapter 804, Acts of 1906, appointed a commission to build a new warehouse and to repair the old warehouse. The cost was to be paid out of the proceeds of the sales of the tobacco warehouses 1 and 2 and the warehouses sold to the city. After the commission had adopted the plans and decided upon the improvements, the Act was declared unconstitutional and the work of the commission stopped.

You will, no doubt, be called upon to re-enact said law or pass a more comprehensive one. The sentiment of the tobacco growers of the State is almost unanimous in favor of the construction of a modern, up-to-date warehouse of large capacity for inspection, in order that the system of inspection and storage may be placed under one management; thus bringing about reductions in the number of employees and operating expenses. The

amount in the treasury available for this purpose is $269,030.60.

This tobacco fund belongs to the tobacco-growing counties and represents the net revenues derived from the inspection of tobacco after returning to the State all money advanced originally for the building of the warehouses.

Owing to the low prices for the product and labor conditions, the tobacco crop has decreased greatly in recent years, culminating in 1900 in the smallest crop ever grown in the State. The crop of 1907 is reported to be much larger and of a better quality, with prices advancing.

Special attention has been given by the tobacco growers during the year to the development of new markets for their product. They have had very satisfactory results.

The inspectors have conducted their warehouses on business lines and have kept their expenditures within the receipts, reducing, when necessary to do so, their working force.

Plans for the reorganization of the inspection system will be presented to you and deserve your most intelligent consideration.

THE NATIONAL GUARD.

The report of the Adjutant General will show that this department of the State Government is in most excellent condition, and is now conducted upon a good business basis.

The Adjutant General has in his custody and under

the control of his department, property belonging to the State of Maryland and the National Government, valued at over $400,000. The improved methods which have been adopted for the care and preservation of this property are a guarantee against any unnecessary loss or waste in handling it.

Only one brigade encampment has been held during the four years of my term as Governor, on account of a lack of funds for this purpose. Every opportunity has been embraced, however, to have Maryland troops participate in joint manœuvres with the Regular Army, and it is with gratification that I report the very creditable showing made by the Maryland National Guard.

Rifle practice has shown remarkable progress during the past four years, the number of men qualified having increased each year, from 125 in 1904, when the State Range was opened, to 836 during the past year. "The shots that hit are the shots that count," and the well-qualified soldier is the one who can hit the mark. This efficiency of the Maryland Militia demonstrates the wisdom of the establishment of the State Range and shows satisfactory returns for the expenditure of the State's money.

The Naval Militia has made substantial progress. They now have an ideal vessel, a good armory, and a wharf at Fort McHenry. All this is encouraging and has inspired this arm of the service to renewed efforts. I have had an opportunity of personally judging of the efficiency of the Naval Brigade, and it gives me great pleasure to testify to the same.

The Adjutant General dwells upon the necessity for a

new Militia Law to comply with the requirements of the War Department. This proposed law must be adopted by January 21, 1908, or the State will lose its allotment from the Federal appropriation made by the "Dick Bill."

The report of the Adjutant General establishes the fact that since 1638 the militia of Maryland has been looked upon as a necessity and as the safeguard and protection of the State. In his historical sketch is given a list of all the Adjutants General since the office was created in 1794.

I am sure that all of you who take a patriotic interest in the affairs of our State will be pleased to learn that through the efforts of General Riggs a lease is now held by the State of Maryland on that famous and historic spot, Fort McHenry, and that there is a possibility that it will be designated by the United States Government as a National Park.

I commend to your favorable consideration the recommendations made by General Riggs, especially those referring to the advisability of publishing the military records and the necessity for a larger appropriation for the proper maintenance of the militia.

FIFTH REGIMENT ARMORY.

I wish to call your attention especially to the Fifth Regiment Armory.

The Board of Trustees of the Armory, in their annual report to me, set forth some of the needs of this State building. It has now been completed about five years, and the Board reports the need of repairs and painting of the wood work, both on the inside and outside of the

building, and they also ask for an appropriation to properly decorate the interior.

The Legislature of 1906 failed to make an appropriation for the maintenance of the building, and those expenses have been taken from funds in the hands of the Board intended for other purposes. I suggest that this Legislature reimburse the Board for this expenditure.

This building has become very popular as a meeting place for large gatherings, and the wisdom of its erection is apparent, because it not only furnishes the housing and headquarters for the oldest militia regiment in the State, but supplies facilities for assemblages of national character, making it possible for the holding of large conventions in Baltimore, which would otherwise be compelled to go elsewhere.

JAMESTOWN EXPOSITION.

The last Legislature appropriated $65,000 and authorized me to appoint a commission to provide for a proper representation by Maryland at the Jamestown Ter-Centennial Exposition.

The Exposition opened on April 26th, but the National Government's work was not finished until September 14th, and there was lateness and delay in other departments and exhibits, so that the enterprise failed to fully realize the expectations of its promoters and managers. Artistically, it was one of the most beautiful and interesting expositions the world has ever seen.

Through the splendid energy and foresight of our Commission, Maryland was ready with its State Building

and with its exhibits on the opening day. From that time until the end, Maryland secured all the advantages of the great fair, and the material results to our State were far in excess of the cost of our participation. More than a score of gold and silver medals were awarded to Maryland and Maryland Exhibitors.

MARYLAND'S COLONIAL BUILDING.

The Commissioners wisely decided that the best policy was to erect a building which would be, in itself, a notable exhibit. The structure was an exact duplicate of the exterior of "Homewood," one of the finest types of Colonial architecture. The interior arrangement included a replica of the old Senate Chamber, Maryland's most historic room, in which the Continental Congress met, and in which Washington resigned his Commission as Commander-in-Chief of the Revolutionary Army.

THE HISTORICAL EXHIBITS.

The building was filled with one of the most interesting historical exhibits the State has ever had, including much rare Colonial furniture and many pictures and maps illustrative of the records, achievements, and leading events and personalities of the Commonwealth. Many of these exhibits are now in the State Museum at Annapolis. The register shows that more than two hundred thousand persons visited the Maryland Building during the Exposition period.

MARYLAND DAY.

Two notable entertainments were given, one on the 27th of April, the opening day; the other on September 12th, "Maryland Day." I attended both of these in-

teresting events, accompanied by my military staff, leading members of the State Government and many representative Marylanders who participated enthusiastically in the various exercises.

"Maryland Day" attracted many thousands to the grounds, and was said to be the most successful day of the Exposition.

I made two other visits to the Exposition, on September 19, 1906, to lay the corner stone of the Maryland Building, and on "Baltimore Day," June 26.

GOLD MEDALS FOR STATE EXHIBITS.

The Maryland Commission devoted $5,000 of its funds to the horticultural and floricultural interests of the State, and this display, in the State's Exhibits Building, was remarkably successful, capturing eight gold medals and many silver and bronze medals.

An appropriation was also made for the Geological Exhibit, which was excellent and to which was awarded a gold medal.

The Shell Fish Commission had an interesting exhibit of the oyster interests of Maryland and to this was awarded a gold medal.

INDUSTRIAL EXHIBITS.

The Commission also spent about $1,000 for the encouragement of industrial exhibits, the work being done under the supervision of a Baltimore committee of leading business men, out of whose efforts came the special Baltimore Building, which did so much to advertise Bal-

timore during the Exposition and which was a most attractive and successful project in keeping with Baltimore's progressive and generous spirit.

SUBSTANTIAL BENEFITS OF THE EXPOSITION.

Maryland is richer from the Jamestown Exposition, because of the substantial benefits to its trade and resources, and because of the wide advertising received from the exhibits she made, and the distribution of many thousands of books and pamphlets setting forth the story of her splendid achievements and her magnificent resources.

The Commission have in press a report to the Legislature, which will show that its work has been done within the appropriation, and that the building, which belongs to the State, still remains. It is now withheld from sale pending the development of the receivership of the Exposition.

When we consider that Maryland was in direct competition with sister States that spent far more for their representation, and that Maryland held the leadership throughout the whole Exposition, I think that unusual credit is due to our Commissioners for their splendid achievements and for their loyalty to the work committed to them.

THE MARYLAND SHELL FISH COMMISSION.

The Maryland Shell Fish Commission, which was created, by an Act passed by the Legislature of 1906, to establish and promote the industry of oyster culture in Maryland, has done most excellent work.

The Haman plan of leasing the barren bottoms of the

Chesapeake Bay and its tributaries, on fair rentals, the revenues from which shall be applied to the building of good roads in Maryland, has already been more than justified.

The first report of the Commissioners, which you have before you, gives in detail what has been accomplished since their appointment (May 7, 1906) to October 1, 1907.

The survey of the natural oyster bars was started in Anne Arundel county in June, 1906, after organizing the engineer's force and equipping the necessary field parties for work. Their work covering the waters of this county was completed in December of the same year, and buoyed and charted during the winter. The area of natural oyster rock was found to cover more than 33,000 acres.

Survey work in the waters of Somerset county was started in the spring of 1907, and the oyster and crabbing bottoms of these waters were laid off and buoyed by the latter part of September. The survey of this county included the checking and adjusting of several hundred oyster lots, lawfully taken up (by citizens of that county) prior to the passage of the new law; the owners having complied with the law as provided for under section 108. From October 1, 1907, to the close of field work for the season, the oyster bars in the waters of Wicomico and Worcester counties were surveyed.

In carrying out this important work, and in compliance with an Act of Congress, approved May 26, 1906, the Federal Government, through the Department of

Commerce and Labor, has rendered valuable aid by having an assistant, with the necessary launches and instruments, detailed from the Bureau of the Coast and Geodetic Survey and the Bureau of Fisheries, to co-operate with the State of Maryland.

The work of the Commission has been thorough and satisfactory. The oyster interests of each county were carefully studied while the survey work was in progress. The opposition to the law, largely due to the fact that it was not understood, has decreased in the counties already surveyed and will continue to do so as its workings and advantages are realized by the residents of the tide-water counties. The recommendations made by the Commissioners, in their report, for amendments to the law which they deem necessary to further advance the industry of oyster culture in this State, meets with my approval. I heartily recommend your favorable consideration of the same so that this good work, so successfully iuaugurated, may be continued.

OYSTER POLICE FORCE.

The receipts of the Oyster Fund from licenses and other taxes amounted, during the year, to $44,236.49 and the disbursements for the maintenance of the State Fishery Force amounted to $56,898.48.

It will be seen that the receipts from the Oyster Fund applicable to the payment of the expenses of this force are inadequate, and it has been necessary, at recent sessions of the Legislature to have a deficiency bill passed.

The oyster revenues have annually decreased until they are no longer sufficient to maintain the force, not

because of increased expenditures and cost of the force, but through shrinkage in receipts.

The salaries and cost of maintenance of the Fishery Force should be made a charge upon the general treasury. This would avoid the necessity of borrowing funds to carry the force through the year.

The Legislature fixes the salaries of these officers and employees. Therefore, an appropriation out of the general fund should be made to meet this fixed expense.

FISH COMMISSIONERS.

The Fish Commissioners have done efficient work during the past two years. They are annually placing in the waters of the State millions of shad and perch, and in the trout and bass streams thousands of these game fish.

The importance of artificial propagation can be appreciated only when it is remembered that the natural spawning grounds of our fish have been cut off to a very large extent. The construction of dams, the placing of pound nets in the bay, creeks and rivers, the diversion of the currents, and the pollution of the waters have driven the fish from their natural habitat, and but for the work done by artificial hatching, their numbers would be rapidly depleted.

Commissioner Anderson says: If fish culture is to be carried forward with any marked degree of success, pound net fishing for shad must be regulated by law, compelling the pound nets to be taken up the first day of May each year; and

Commissioner Brooke says that, during the past

two years, he has placed in the streams of Maryland, 1,350,000 trout. Reports from all sections of the State show a wonderful increase in the number of trout in the streams in which these young fish have been put. The annual report of the two Commissioners will show greater results this year than have ever been accomplished by this department.

The number of shad propagated is not as great as should have been because of the difficulty in getting well-matured roe shad.

THE STATE GAME WARDEN.

The work of the State Game Warden has been handicapped for want of funds. The last Legislature failed to make an appropriation for office expenses, hence the Warden has been unable to do his work successfully.

I am still of the opinion that the State Game Warden's duties should be limited to that of protecting game; the protection of fish should be under the jurisdiction of the Fish Commissioners.

The present Game Warden has done splendid service with the limited means at his command. Proper support should be given this official in the performance of his duties.

Measures to preserve the game of the State should receive your consideration.

THE MARYLAND GEOLOGICAL SURVEY.

The topographic survey of the State has been nearly completed. When finished, it will afford a general map for mining, industrial, military, and municipal uses. The

reports and maps which have been prepared describing the mineral deposits, agricultural soils, forestry conditions and water resources will prove of great value in the further development of the material wealth of our State. The maps have already been widely employed in our schools and colleges so that the work of this department has a broad educational as well as economic value. The publications have been placed in the libraries of this and other countries, and the work has been commended by trade and scientific journals everywhere as possessing superior merit. At every international exposition in recent years, these publications have received the highest awards, the only gold medal awarded in this class at Jamestown having been recently received.

STATE MINE INSPECTOR.

The State Mine Inspector reports coal mining to be in a flourishing and satisfactory condition in the coal fields of the State and the mines to be in most excellent condition, especially the ventilation and timbering of the same.

In 1906 there were mined 5,491,294 tons. In that year there were engaged in the production of coal in this State a total of 6,201 miners and laborers.

In view of the recent accidents in mines from explosions, it is gratifying to know that no fire-damp is generated in the coal mines of this State, nor has there ever been a death from fire damp or from so-called dust explosions.

The Mine Inspector makes certain recommendations in regard to the character of oil, the changing of the inter-

val of the Mine Inspector's visit from two months to three months, and asks that more liberal appropriations be made for his Department. When the magnitude of this industry is considered and the number of workers employed, it certainly behooves the State to be more liberal in its support of this most important office.

This State made the lowest record in the death rate per thousand for 1907 and has always been noted for the few accidents that have happened in her mines.

It is well to remember in mine legislation that the miners in the George's Creek District are considered mentally, physically and financially ahead of those of any other mining district in the world.

STATE TAX COMMISSIONER.

The report of the State Tax Commissioner contains a number of tables which give the most interesting details upon the subject of taxation. It reached me too late to make any special references to items therein.

The taxable basis of the State is now $765,109,228, an increase in value over 1906 of $26,347,067.

This report will show how well the corporations are followed up, and the fact that they are paying a large proportion of the taxes of the State.

BUREAU OF IMMIGRATION.

This Bureau has done exceptionally good and beneficial work during the two years embraced in their biennial report.

Over 250 farmers, including a number of foreigners, have purchased land in different parts of the State.

The desire of Western and Northern people to settle in Maryland is stronger than ever.

A special effort has been put forth by the Bureau to aid farmers in securing suitable labor, and with this end in view many men, women and children were induced to come from Europe to the farms in Maryland at no extra expense to the State.

Over 3,500 persons have visited the office of the Bureau during the past two years, seeking information about the State, her resources and desirability as a place of residence.

21,817 Europeans landed in the port of Baltimore during 1906 and 1907.

I recommend the continuance of the appropriation for this Bureau.

LABOR BUREAU.

The Chief of the Bureau of Statistics and Information, reports that the enforcement of the Child Labor Law, has received special attention since its adoption and gives as having been issued a total of 20,087 permits to children between the ages of 12 and 16, to work.

He reports that the sweat shop law has been vigorously enforced, and that the clothing industry in Baltimore is now one of the best regulated in the United States. This industry gives employment to 18,000 people, and the out-put is estimated at nearly $25,000,000.

The Chief makes a number of recommendations as to labor laws. For want of time and space, I refer you to his report which gives in detail his suggestions.

This is one of the most interesting reports issued by a State official, and is worthy of your careful perusal.

THE LAND OFFICE.

The last Legislature made an appropriation of $10,000 for equipping the rooms in the Court of Appeals Building set apart for the Land Commissioner's Office, with steel fire-proof cases, and the Governor was directed to supervise the expenditure of the money and approve the plans.

The work has been completed in a very satisfactory manner, and the Commissioner deserves credit for the good judgment he has shown in working out the scheme for the erection of these cases. The public can feel assured that the valuable colonial, historic records and documents are now safely stored and protected in fire-and dust-proof receptacles. There is an unexpended balance of $3,284 remaining of the sum appropriated.

The records written over two hundred and twenty-five years ago are being copied so as to preserve these most unique and ancient books from defacement by too frequent handling. The originals can be preserved in the new cases, and the copies used for research instead of the originals.

The most important new work taken up during my administration is the indexing and classifying of the valuable chancery records, now in the custody of the Land Office.

This work has developed rare historic data of the greatest public interest. It should be continued.

STATE FIRE MARSHAL.

The State Fire Marshal reports a great demand for the services of his department, and states that if he is

expected to keep pace with the increasing calls for his services by the public, it will be necessary to make a larger appropriation for the maintenance of his office.

His work has been performed in an energetic and intelligent manner and to the satisfaction of the insurance companies as well as the public.

HEALTH CONDITIONS IN THE STATE.

The State Board of Health submits, through its President, its annual report, which is accompanied by an explanatory letter outlining the lines along which the Board expects to proceed in the future. There has been such a public development of the interest in hygiene, that there is now an absolute popular demand for a more complete and thorough sanitary administration. The most urgent popular demand is probably for efficient regulation of our food and water supplies. The passage of the National Act regulating interstate commerce in food and drugs, with the accompanying newspaper agitation, has educated the people of this State to demand a pure, wholesome, and unsophisticated food supply for home consumption, both from a standpoint of public health, and from that of legitimate trade. The execution of the National Food Law has already proven that such a law is a stimulus rather than a block to honest and progressive manufacturers. There is also a strong demand upon the part of all communities for better protection of their water supplies. This is not only a measure to promote the public welfare, but it is a business proposition.

Many of the most important functions of the board are imperfectly understood by the public at large. I

call your attention, especially, to the importance of the Vital Statistics collected and published by the Board. It is remarkable that while the other resources of the State are always of deep interest and well recognized importance, the most important of all the State's resources, namely, its population, should be so little considered. The State Board of Health files annually about 10,000 certificates of death, and about an equal number of certificates of birth. Copies of these records are of the highest value for many legal purposes. $1,800 annually is expended by the Board on account of vital statistics. The annual appropriation for food and drink is $2,500. This amount is not sufficient to secure a pure and wholesome food supply, and it has been necessary to limit the work of the Board in this respect largely to examining milk and water, and the inspection of beef as far as practicable. The Board reports that its work is probably now arrested as far as expansion is concerned, and it is necessary to exercise great caution in handling routine matters, for fear of exceeding its appropriations. The most urgent needs of the Board are an increased appropriation, and an additional force of men. Ample funds should be provided to properly conduct this work, and the Board should be authorized to appoint such bacteriologists, chemists, inspectors, assistant executive officers, and such other officers as it may deem necessary, at salaries sufficient to induce competent men trained in hygiene to remain permanently in office. The day has long been past when sanitary affairs can be conducted by amateurs in or out of medicine, who have taken up hygiene as a sort of side issue.

The appropriations for the State Board of Health are included under nine distinct Acts. The appropriation clauses of these Acts should be repealed and a lump sum appropriated to be applied to the execution of the several laws falling under the administration of the State Board of Health. The Board recommends the following legislation :

a. To provide for a pure, wholesome, and unadulterated food supply (conforming to the National Food and Drug Act).

b. A bill to regulate the sale of milk.

c. A bill to regulate the sale of beef.

The health of the State during the past two years as compared with previous years, has been good. The death rate in the State is now about 16.18 per thousand. It is uulikely with the present sanitary organization of the State that there will be any serious epidemics to deal with in the future.

TUBERCULOSIS SANATORIUM.

The Legislature of 1906, recognizing that it is the duty of the State to protect its citizens from diseases which are known to be dangerous to the general welfare, passed a bill providing for the establishment of the Maryland Tuberculosis Sanatorium, and directed that its affairs should be in the hands of a Board of Managers, consisting of the Governor, State Treasurer and Comptroller for the time being, ex-officio, and six other persons to be appointed by the Governor.

I named for membership on this board, Honorable John Walter Smith, and five physicians: Doctors Guy

Steele, of Cambridge; Charles M. Ellis, of Elkton; Charles H. Conley, of Adamstown; Henry Barton Jacobs and H. Warren Buckler, of Baltimore.

The managers have entered with earnestness and enthusiasm upon the performance of the responsible duty entrusted to them. Realizing that no mistake should be made in the location of the institution, they personally visited and investigated sites in many parts of the State, finally deciding upon a location in the heart of the Blue Ridge Mountains, near the village of Sabillasville, where they purchased, for $10,000, 167 acres of land, most beautifully situated.

Grounds have been laid out, a railroad switch has been put in, roads have been constructed, and the administration and infirmary buildings have been contracted for and are now under way. The location is conveniently accessible to patients from all over the State.

In the reports of the various institutions receiving State aid in their fight against this dread disease, you will find interesting and startling facts and figures. Yearly, thousands of our people, in the prime of life and at the period of their greatest wage-earning capacity, are stricken down with this terrible White Plague.

The managers will submit to you a detailed report, stating their needs, and I hope that you will give favorable consideration to their requests.

TRAINING SCHOOL FOR FEEBLE MINDED.

The Board of Visitors of the Asylum and Training School for Feeble Minded submit their Tenth Biennial Report, in which is set forth that the health of the child-

ren is excellent, their educational progress satisfactory, their industrial work commendable, and the children contented with their surroundings.

The total number of inmates November 1st, 1907, was 200—98 males and 102 females.

The Board claims that the annual appropriation is insufficient, because of the advanced cost of labor, clothing, food and general supplies.

They ask for additional buildings to take care of many unfortunates awaiting admission.

The General Assembly of 1906 passed an Act (chapter 362) which provides that this school shall receive, care for and educate all idiotic, imbecile and feeble minded persons of the State who shall be considered proper subjects for this training school. This Act is comprehensive in its terms and is an unequivocal recognition of the claims of this class of unfortunate human beings upon the State's charity.

So, having undertaken the care of her feeble minded, the State should provide this institution with accommodations to enable it to care for those who are now excluded for want of such accommodations. You should give the conditions in this institution and its needs prompt investigation.

Every consideration of humanity and good public policy justifies liberal treatment by the State of these unfortunate wards. I regret that I have not space to dwell more fully upon the importance of this part of the State's duty. The Board's exhaustive report, which you have in hand, is worthy of your careful study.

POSTPONING LEGISLATION.

I wish to call your attention to the practice of postponing final action on important measures to the last days of the session. This always results in hasty and bad legislation.

The reasons for the delays and postponement in the past has been the time consumed in the election of a United States Senator. As the party which is represented in this Legislature by a large majority of its members has already selected its candidate for United States Senator, there will be no further cause for delay, so that you will be able to promptly dispose of your business and perfect your legislation.

SPRINGFIELD HOSPITAL.

The biennial report of the Springfield Hospital covering the period from October 1st, 1905 to October 1st, 1907, shows the good work accomplished by this institution and gives interesting statistics.

The most serious fact developed by the statistical tables is that insanity is increasing in Maryland out of proportion to the increase of population.

In 1890, in a population of 1,042,390, Maryland had 1785 insane, being a ratio of one insane person to every 584, and in 1900, 2527 insane, a ratio of one to 470 with a population of 1,188,044.

While these figures show an increase, it is probably more apparent than real. Several factors causing this result or ratio not shown in figures are: (1) increased hospital accommodations and a growing confidence in them cause many patients to be sent to these institu

tions who were formerly kept at home; (2) insanity being better understood, many persons are classed as insane who were formerly called eccentric; (3) by reason of better and more intelligent treatment patients are sent to the hospitals for the insane, instead of the almshouse, whereby their lives are prolonged, and this helps to keep up statistics.

I simply call your attention to these figures so that you can understand why increased facilities are needed by our insane asylums. The needs of Springfield Hospital are fully set forth in the annual report, and I respectfully ask your favorable consideration because I know that the buildings and equipment asked for are needed.

SPRING GROVE ASYLUM.

The report of this hospital has not been received, but I am sure you will find it in most satisfactory condition. It is managed by business men of the highest character, who take a deep interest in the welfare of the institution and the unfortunate inmates. You can rely upon any recommendations they make.

STATE CARE OF THE INSANE.

I wish to call your attention to the fact that an Act passed by the Legislature of 1904 (Chapter 421) directs that the State of Maryland shall "after the first day of January, 1909, be charged with the maintenance, care, control and treatment of all dependent insane persons who are at that time residents of the State of Maryland."

The Act further directs the State Board of Lunacy to transfer from the several county almshouses and county and city asylums to one of the State Hospitals for the Insane, such dependent insane persons who are residents of the State of Maryland as in the judgment of the said Board of Lunacy should be so removed.

I doubt the feasibility of the State assuming the care and maintenance of all of her dependent insane at that time, because it will not have adequate buildings and facilities for doing so, and the State Treasury will not be in a condition to bear the burden.

The present law requires each county to pay for the care of its insane when committed to State Institutions. The time has not come when the counties can be relieved from this charge.

STATE CHARITIES.

Maryland has always been liberal in her aid to her charitable institutions.

This policy should be continued. There is no better test of the administration of a State than is afforded by its care for the sick, the feeble minded, the insane, the blind, the deaf and dumb, the crippled, and those afflicted with incurable diseases.

The splendid institutions under the direction and control of the State, and supported by it, have already been referred to. There are a large number of private institutions receiving State aid, thus uniting the charity of the individual with the charity of the State. All of these institutions receiving State aid will submit to you reports giving in detail the work they are doing.

It is your duty to give these reports your careful study, so that you can act intelligently and wisely when you take up their respective requests for appropriations. The Board of State Aid and Charities will give you, in detail, their views and recommendations, and what they say should be largely your guide in making the appropriations.

It has been suggested in some quarters that it would be well to increase the powers of this board, giving them supervision over all of the charitable institutions which receive State aid.

I think this a good suggestion. It is impossible for the Chief Executive to keep personally in touch with all of these institutions, and the only way to do it would be through a special Board of Supervisors for State charities. I commend this suggestion to your favorable consideration.

LIVE STOCK SANITARY BOARD.

The report of the Live Stock Sanitary Board and that of the State Veterinarian contain much valuable information in regard to their work.

Legislation to prevent the introduction of diseased cattle into the State, in line with that which has been adopted in other States, is suggested.

The board also recommends an Act providing that every owner, manager or operator of a creamery shall, before delivering to any person any skimmed milk, cause the same to be pasteurized at a temperature of at least 185 deg. Fahrenheit, and imposing heavy penalties for its violation.

The expenditures of this department have been kept within the appropriation. There has been paid out for tuberculous cattle killed under the special Act of 1906, and for the payment of appraisements for glanders, a total of $4,453.

The report contains much excellent and valuable data and information on the eradication of tuberculosis in cattle, as well as the suppression of tuberculosis in hogs.

PUBLIC EDUCATION IN MARYLAND.

The growth of our educational system under the new law of 1904 has been, in all of its branches, highly satisfactory. Our people are alive to the importance of good public schools, and have demonstrated their willingness to provide by direct taxation the means to meet the needs of such institutions.

During my administration I have taken special interest in the development of the school work of the State, and wish now to express my hearty approval of the good work that is being done.

HIGH SCHOOLS.

The high schools have during the past two years improved greatly. The State Board of Education has recently adopted an agricultural and also a business course for accredited high schools, but these elective courses will not likely be inaugurated unless the State extends financial aid.

These schools are inspected annually by the State Superintendent of Education. Their development has brought them to such efficiency that they are now ac-

cepted as the finishing schools of a large majority of the pupils in the public schools who seek a higher education. Any special appropriation made to increase their efficiency will be applied to adding to the advantages and facilities of these schools.

COMPULSORY EDUCATION.

We spend annually in this State three and a half million dollars for public education. Comfortable and ample school houses and facilities have been provided for the education of all children of school age. The best interests of the state require all its citizens to be educated in at least the common school branches, and the time has come when a compulsory education law should be passed.

The annual report of the State Board of Education will be furnished each of you, and I commend to you its careful perusal.

MINIMUM SALARY FOR TEACHERS.

The school law passed in 1904, provided what is termed a "minimum" salary for teachers. It was, in fact, a minimum amount for those teachers who are inexperienced and without special training.

In several counties the best teachers received but little more than $300 per year, which is far too small, considering the responsible work entrusted to them. As an incentive to those capable and efficient teachers who are making teaching their life-work, the State should guarantee to them a minimum salary sufficient to compensate them for their faithful service.

GOOD TEACHERS HARD TO GET.

Good public school teachers are scarce. The demands upon teachers now are more severe than heretofore. They can no longer take up teaching as a temporary occupation, or a make-shift. The qualifications required are more technical than in years past.

But few teachers can become leaders. The great mass of them must remain privates in the ranks, so that the chances for rapid promotion are very few, and many find employment in brighter and more congenial avocations.

We need the very best men and women we can get to take charge of our schools. We hear the cry on all sides for more and better teachers, and the demand has outgrown the supply, so that this is today a matter of serious concern, and the question is. What can be done to make the profession attractive, or at least desirable? The answer is, at least in part: Higher salaries, fair and clear civil service rules, and adequate provision for retirement.

Many of the States hold out more pleasing prospects for teachers, and have adopted liberal pension laws, so that after their days of usefulness are over, the teachers can look forward to retirement with a reasonable pension.

I commend this subject to your consideration.

ST. JOHN'S COLLEGE.

The relatively small appropriation, made to this college by the last General Assembly, has been wisely spent in advancing the efficiency of the chemical and biological laboratories, and in general maintenance of high-

grade collegiate work. During the past two years the number of students in attendance has increased.

The recent union of St. John's with the Schools of Medicine and Law of the University of Maryland carries out the views and plans of the early statesmen of Maryland.

A university supported by the State is needed to crown the excellent system of public education now established in Maryland, and the above mentioned schools, working together as a single educational force under a central governing body, afford an opportunity of obtaining, at a small expense, a complete education.

An army officer is detailed as military instructor at the college. A recent report of the Inspector from the War Department highly commended the efficiency of the corps of cadets.

The appropriations asked for by the college, which are needed for the erection of a new gymnasium and additional buildings, as well as for general maintenance, should be granted in a liberal spirit.

THE AGRICULTURAL COLLEGE.

The academic work of the Maryland Agricultural College has steadily increased since 1892. The average annual matriculation for the fifteen years since that date has been one hundred and seventy-five (175) students.

The money appropriated by the State for buildings since 1892 has been $113,866. The cost of their erection has been $134,189. The excess of $20,323 has been paid by other available funds which could be appropriated for such purpose other than that specifically appropriated for this purpose.

STATE LIBRARY.

The report of the State Librarian suggests a number of matters for consideration, dwells upon the distribution and cost of stationery, and commends the establishment of the reading room, and the accommodation it has proven to the public.

Attention is called to the fact that the publication of the laws of Maryland compares very unfavorably with that of other States and attributes this to the indifference of the State Printer and the inefficiency of the Legislative clerks who have had the compiling of the same.

The indexing of the laws is claimed to be very imperfect and suggestion is made that a competent man be employed to index them. This question of indexing the laws has attracted the attention of the lawyers throughout the State and I would recommend that the matter be given serious consideration by your honorable body.

There is need of a general index of all of the State laws such as Baltimore city has recently caused to be made of all the ordinances of the city.

Such a general index for the State would be of great advantage and convenience not only to you lawmakers but to the legal profession and all other persons seeking knowledge of the laws of the State.

The Librarian refers to the need of additional shelving capacity.

PUBLIC BUILDINGS AT ANNAPOLIS.

You have, no doubt, observed that the Public Buildings in this city are in most excellent condition.

The annex to the State House has been completed, and the wood work of the old Capitol building has been repainted. We have now one of the most complete, attractive, convenient and beautiful State Houses in the Union.

The Capitol grounds have been tastefully laid out and graded with newly constructed walks.

You will be gratified to learn that there was realized from the sale of the material in the old Comptroller's building, $1,687, which was used to pay for the grading, new walks and curbing. A fine collection of shrubbery, which adds to the beauty of the grounds, has also been set out.

The Government House has been thoroughly renovated and fitted up. This has been done out of the usual appropriations for repairs and contingent expenses.

Itemized statements of all of these expenditures, with vouchers, have been filed in the Comptroller's office, where they are accessible to the public and for your inspection.

HISTORICAL MUSEUM.

I have established an Historical Museum in the old Senate Chamber and adjoining rooms.

Since the restoration of this hallowed room, greater interest has centered around it and the ancient State House.

These rooms now contain many pictures and exhibits of historic value and interest.

Prior to the opening of the Jamestown Exposition, I employed Mrs. Hester Dorsey Richardson to gather historical data in the various counties of the State.

She was especially qualified for this work, because of her researches as Chairman of the Public Records Commission.

Her collection was exhibited in the Maryland Building at Jamestown and proved one of the chief attractions therein. This exhibit has been brought here and is a valuable addition to our museum.

In the old House of Delegates Chamber are now exhibited minerals, manufactured and other economic products of the State.

This collection attracts the attention of the many visitors to the State House and elicits much praise and commendation.

Our State Capital, being in close proximity to the National Capital and the site of the Naval Academy, attracts thousands of visitors from all sections of our country.

It is exceedingly important that the State should foster, preserve and add to this museum, so that visitors may be impressed with Maryland's progress and the patriotic record of her founders and her heroes.

MARYLAND BATTLE FLAGS.

The Legislature of 1900 passed a law (chapter 485) directing the appointment of a Battle Flag Commission, and appropriating $1,500, for the construction of glass cases in which to properly preserve, and exhibit the battle flags carried by Maryland regiments during the Civil War.

Governor Smith appointed on this commission Messrs John R. King and George W. Johnson representing the

Union Army, and Messrs James R. Wheeler and Spencer C. Jones representing the Confederate Army.

This commission was called together early in my administration and entered upon the discharge of the duties confided to it.

After investigation it was found that the appropriation of $1,500 was inadequate to purchase the kind of cases required by the Act for the preservation of these flags. Being deeply interested in the carrying out of the purposes of this Act, I donated from my contingent fund the sum of $1,000 for the purpose of having constructed the proper kind of cases.

I am pleased to report that these cases have been completed and set up in a room adjoining the old House of Delegates chamber which I have designated as the "Flag Room." Recently the tattered and worn banners —precious, historic relics—have been deposited therein by the survivors of the gallant soldiers who bore them in so many hard-fought battles.

Major-General Clinton L. Riggs, Adjutant-General of Maryland, took great interest in carrying out the provisions of this Act. He has had prepared for the information of the public a brief history of the flags and the organizations to which they belonged, which has been printed for circulation. This shows the splendid record of the soldiers of Maryland who carried these flags in war, and who won honor and fame for their State in so doing.

CHESAPEAKE AND OHIO CANAL.

In my message to the Legislature of 1906, I reported the sale of the State's interest in the Chesapeake & Ohio

Canal. At that session a resolution was introduced in the House of Delegates directing an investigation of the sale. This, however, was never made.

As a member of the Board of Public Works, I advocated the sale and voted for its ratification. Therefore, I now request and urge that you appoint a joint committee of your two houses to make a most thorough and searching investigation of all the proceedings in connection with that sale.

THE STATE FOOD AND FERTILIZER CONTROL

In 1892, fifty brands of fertilizer were analysed and none of foods.

The last fiscal year, this department analysed a thousand and sixty-two brands of fertilizer and a hundred and eighty-seven of animal foods.

The result of these analyses was published in the four quarterly reports, each report having an issue of twenty-one thousand copies. The information obtained from these reports has placed the farmers in a position to intelligently purchase their fertilizers and animal foods.

THE STATE HORTICULTURAL LAW.

This law was enacted by the legislature and its administration was placed under the control of the Board of Trustees of the Maryland Agricultural College. During the past year, twenty-one counties of the State have been entered and a million, six hundred and sixty four thousand, nine hundred and thirty-two trees have been inspected. Of these, ten per cent. were infested with the San Jose scale. This represents a decreasing area of infestation and a better control of the pest.

No orchardist in the State, who has placed himself in close association with this department has any doubt of his ability to control insect pests. There can be no question of the fact that this department has been instrumental in saving thousands of dollars for the farmer of the State and in addition, has made known to the world, the horticultural possibilities of the State as has never been done before in its history.

FARMERS' INSTITUTE.

This organization has acted as an inter-mediary between the farmer and the Agricultural College and Station. The demands for information are increasing every year and a closer relation is growing up between the man on the farm and his clearing house known as as the Agricultural College.

Our Experiment Station has created a literature. Our Agricultural Colleges have reduced it to a teachable form and from this work has arisen all of the essentials necessary to develop a professional farmer. The future success of the American farmer will depend upon his training for his business.

The Agricultural College of Maryland views with concern the slow progress made in introducing more of the training that is necessary to bring the country child in touch with its environment. Bookkeeping, stenorgaphy, typewriting, etc., are subjects which turn the mind of the country child to urban conditions. Rural problems should claim more of the attention of the child. If this were done, the dangerous drift to the city from the country would be arrested.

Some of the States of the Union have fully appreciated

this thought and the current has been changed from the city to the country in these specially gifted sections.

The growth of the College necessitates larger accommodations for class rooms and the facilities for instruction. These needs should receive your attention.

GOOD ROADS.

The Highway Division of the Survey is successfully handling perhaps the greatest problem which confronts the State at the present time, that of good roads. Opposition has appeared in some parts of the State, but a fuller investigation of the problem will be certain to eliminate the criticisms which have appeared. Since the passage of the State Aid Highway Act at the beginning of my administration, great progress has been made, as 20 counties out of the 23, have in greater or less degree accepted the aid which the State has been prepared to give them. Already 75 miles of highways have been built under this Act while the engineers of this department have frequently advised the counties and municipalities of the State regarding local road and street improvements. Although the mileage completed to date may seem small compared with the large mileage which should ultimately be improved, nevertheless the educational value of the scattered, completed sections should not be lost sight of. The visible results of the work already finished induced the passage in 1906 of an Act for independent construction by the State of a modern highway between Baltimore and Washington, which has already been about one-third completed.

The precedent thus established for the construction by

the State of main lines of travel—"market roads,"—if pursued to the fullest extent of the State's resources would materially hasten the improvement of the roads so well begun by the counties themselves under the State Aid Act. The efficiency of the present general act might well be supplemented by the passage from time to time of special acts authorizing the construction by the State of some of our main thoroughfares.

The inauguration of such a broad policy on the part of the State would be of the highest importance to our material prosperity, and I feel that its beginning marks an epoch in the history of the State. The most progressive governments of the world today recognize the imperative need of smooth roads with easy grades, if the people are to reach their highest economic development. It is to be hoped that this work so auspiciously commenced during my administration may be fostered and enlarged as the people of the State come to recognize its vast significance.

THE STATE BOARD OF FORESTRY.

This, although one of the newest departments, has already accomplished a work sufficient not only to justify its existence, but to call for increased support. Any legitimate action that can be taken to bring about the economical use of our natural resources should be encouraged. Our forests have been one of our greatest assets, and rightly used will continue to be a great source of revenue to the people of the State. The State Board of Forestry has for its object the introduction of modern methods of forest management in order that the

highest ultimate good may be secured from our wood lands for the benefit of the farmer, the lumberman, the manufacturer and other users of wood.

THE MARYLAND PENITENTIARY.

I commend to your special attention and consideration the report of the Directors of the Maryland Penitentiary. It contains much interesting and instructive in formation. Its perusal will prove exceedingly entertaining. I have read it with profit.

This is one of the model prisons of the country and Warden Weyler, as has been aptly said, "is not led, but he leads all other prison wardens."

The Board of Managers is composed of experienced business men who were appointed by me originally or reappointed. My policy has been to retain good men in such positions. The results accomplished by this institution justify such a course.

The revenue to the State, after paying all expenses of the institution during the past two years, was $84,050.75. The total surplus earnings paid over to the State during the twenty years of the present warden's administration amounts to $404,817.98.

In view of this splendid showing, the requests of the management for an additional appropriation to complete the new building for the female department should receive your prompt and favorable consideration.

The Christian spirit that pervades the whole management of this institution is worthy of special notice. Such religious influences touch responsive cords in the hearts of the unfortunate inmates, leading them to re-

form and calling them back into the paths of rectitude and right living.

HOUSE OF CORRECTION.

The House of Correction has made decided improvement in its methods of administration, during the past two years. It is now out of debt, the revenue from labor of convicts has been increased through new contracts, and the expenses are carefully supervised and kept well within the receipts.

The task system in the shops, which has proved so satisfactory to the management of the Maryland Penitentiary, has been adopted and is of great value in making the prisoners feel that their interests are being cared for.

The Institution is in need of a kitchen and dining room. The prisoners are now fed in the corridors in which the cells are located. This is unsanitary and uncleanly. I recommend an appropriation for this purpose.

The directors give close attention to the management of this Institution and they deserve credit for what they have accomplished. The new superintendent is developing into a high grade executive officer.

PARDONS.

I transmit herewith a complete list of all pardons from penal institutions and releases from jail granted by me during the past two years, together with the reasons for my action in each case.

More detailed information can be gained by an exam-

ination of the various cases in the files of the Executive Department.

It will be seen that I have pardoned from the Penitentiary during that period 62 prisoners, that I have released from jail (upon recommendation in nearly every, case, of a reviewing committee of three justices) 53 prisoners, and from the House of Correction 43.

I have signed six death warrants, commuted one sentence of death to life imprisonment, and issued one nolle prosequi.

In granting pardons I have continued the rule adopted at the beginning of my term, of holding public hearings, thus giving publicity to the application, and to the reasons advanced for executive clemency. This has resulted in lessening the number of pardon applications.

The humblest citizen, the poorest and most unfortunate human being, has received, at all times, the same consideration and patient attention as the most influential.

In this matter, as in all other administrative work, I have adhered strictly to the rule that no middleman should stand between me and the people.

CARE OF THE INDIGENT BLIND.

I transmit herewith, in pursuance of section 9 of Article 30 of the Code of Public General Laws, a statement of the cost of instructing the indigent blind, with names, ages and places of residence of the State beneficiaries in the Maryland School for the Blind, for the last two fiscal years.

This statement shows that during the period named,

87 State pupils have been admitted to this institution, the cost of their tuition and support aggregating $42,050.

GOVERNOR'S CONTINGENT FUND.

In accordance with the Constitutional requirement, I submit to you herewith, an itemized statement of the expenditures of the Contingent Fund placed at the disposal of the Governor, for the last two fiscal years ending September 30, 1907. These disbursements are supported by vouchers, on file in the Executive Office, and I request that you will make a prompt examination of the same.

CONCLUSION.

Many of the recommendations herein were made in my Inaugural Address and my Message two years ago.

In urging them again, I can only hope that they will receive from you more consideration than was accorded them by the two preceding General Assemblies.

EDWIN WARFIELD,
Governor of Maryland.